MEMORANDUM FOR: Deputy Director for Administration

FROM

F. W. M. Janney

Director of Personnel

SUBJECT

Promotion Policy

REFERENCE

: DCI note to DDCI dtd 10 May 77, same subj.

- 1. Forwarded herewith are comments prepared to respond to reference request and a draft transmittal memorandum from the DDCI to the DCI.
- 2. Several of the DCI's proposals track with policies and procedures already established in the Agency. We have explained the various systems and procedures and have included suggestions in those areas where the DCI's proposals go beyond current policies or practices. In developing this response, we found the subject matter overlaps with other queries from the DCI; we have addressed our response, however, only to the statements in reference without extension of the material to his other memoranda.
- 3. We will expand or develop further recommendations in this subject area if the DCI has interest in substantially changing the current systems. As you know, work is beginning on a study and analysis of the performance evaluation systems as they now exist in the Agency, with the intent of determining their effectiveness for the purposes for which designed and proposing changes or revisions if need is indicated. If the DCI has proposals under consideration which would change the Agency approach to comparative evaluation and promotion, the Task Force should be advised to insure inclusion in the study of any new directions.

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Atts.

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MEMORANDUM FOR: Director of Central Intelligence

FROM

: E. H. Knoche

Deputy Director of Central Intelligence

SUBJECT

: Promotion Policy

REFERENCE

: Note to DDCI from DCI dtd 10 May 77, same subj.

- 1. Action Requested: None; the attached, for your information, was prepared by the Office of Personnel in response to reference request for comments on various aspects of a uniform promotion policy for the Agency.
- 2. Agency regulations provide a uniform promotion policy and procedural system requiring the Career Services to publish promotion criteria and to use Panels and Boards for comparative ranking purposes.

 A policy to identify those employees whose performance falls in a lower percentile of their grade or function has been in effect for several years, though the individual Career Services were allowed to set their own parameters for implementation of the policy. The recently published has sets the percentile for identification at the lower three state percent and provides guidelines for the application of the regulatory provisions.
- 3. Included in the comments are several suggestions for your consideration in response to your proposals for more uniformity in areas where a common approach is not now required.

E. H. Knoche

COMMENTS KEYED TO DCI MEMORANDUM TO DDCI DATED 10 MAY 1977, PROMOTION POLICY

Annual Written Published Criteria for Selection

The Agency regulation on promotion, HR was recently revised, and includes an expanded statement relative to promotion policy in the Agency. In summary, promotion is based on merit, is normally the result of comparative evaluation of employees in a particular grade or function, with assessment consideration based on certain specific elements. Among the elements to be used in the selection or ranking process are: qualifications for the higher level of responsibility, performance providing insight relating to advancement potential, performance in tasks graded at a higher level of responsibility, personal qualities. We believe this criteria embodies the best of current experienced and professional personnel management philosophy/opinion for ranking and promotion of employees.

Agency policy requires at least an annual review of all employees in a grade or discipline. The Head of a Career Service (i.e., Deputy Director or Head of the E Career Service) may establish the whole service as a competitive area for promotion or may establish separate areas within the Career Service, as necessary, because of differences in occupation or functional lines of work. As an example, the DDO comprises one competitive area and all personnel in specific grades compete in the respective promotion exercises. In the DDA, the individual subgroups such as Personnel, Logistics, Communications, are established as separate competitive areas. Most of the Career Service or Career Service subgroups panels or boards are established on a grade basis. The timing of the ranking and promotion reviews is decided by the individual Services, most keyed to the Fitness Report cycle. An annual guidance from the DCI would coincide with only a few of the exercises.

STAT However, we believe it would be very pertinent at this time for the Director to issue an Employee Bulletin advising employees of the new promotion regulation, (as well as the separation regulations noted in para III below) endorsing adherence to the policy stated in HR and advising managers of their responsibilities in these areas.

Heads of the Career Services should be asked to review the ranking and promotion criteria or guidances published in their respective Personnel Handbooks to insure it is in conformance with the newly published regulatory policy.

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II. Selection by Promotion Panels or Boards

While present Agency policy requires the use of Panels and Boards for comparative ranking of personnel, the regulations do not require the promotion selection or nomination process be a responsibility of such bodies. In some Career Services or subgroups the Panel or Board does produce the proposed selection lists; in others management makes the selection/recommendation. If uniformity in this process is desired, it is suggested consideration be given to requiring the Panels and Boards in all Career Services have the responsibility for compiling the recommended list for promotion as an end result of the comparative ranking exercise. Because such groups will not always have the full scope of management's concern nor the impact of the recommended actions of related Panels or Boards, the selection recommendations should be reviewed and endorsed by the Head of the Career Service or Head of Career Service subgroup, as appropriate to the grade or function under consideration.

In this connection, it is noted that the structure of the Panels and Boards differs among the Career Services. The DDO convenes a new group for each exercise and each grade; some Career Services assign personnel to Panels and Boards for established tours of one to three years, with a rotating membership to insure continuity. In other Services, the membership is based on the position occupied rather than the selection of an individual person.

III. Mandatory Selection for Termination of Lower Percentiles

A revised regulation, HR on involuntary separations has recently been published. It establishes uniform policies for the Agency, requiring Career Boards or Panels with ranking responsibility to identify those employees who are ranked in the lower 3 percent of all employees by either grade or function. Those so identified are referred to the Head of the Career Service for review and final determination as to the appropriateness of the selection, and type of action to be taken . . . i.e., counseling, reassignment, downgrade, or termination. The Head of a Career Service may remove individuals from this ranking when it is determined notification and/or administrative action is not warranted.

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IV. Special "Hump" Selection Out

There are numerous structural factors affecting promotion rates and the progress of younger employees. During CY 1976, there were 3688 staff promotions, compared to a ten-year average of 4260, or a 14 percent reduction below that average. Staff separations were 921, or half the ten-year average of 1,845. During the last decade, the prevailing ratio has been two promotions to one separation, so a reduction in separations usually has sharp impact on promotion openings. As separations to date during FY 1977 have been abnormally low some doubt may attach to the APP projection of nearly 4100 promotions for FY 1977.

As a general rule, the DDI and DDS&T have a severe problem at the upper grades because the senior executives are relatively young and because very few employees are covered by CIARDS, which has both earlier voluntary retirement and earlier mandatory retirement. As a result attrition rates are low and employees at senior levels must wait a long time for promotion. In the DDS&T, the average time in grade for an officer promoted is as follows: to GS-18 - 97 months, GS-17 - 72 months, GS-16 - 87 months. Comparable waits in the DDA are 60, 45, and 48, respectively.*

The DDO has a different problem. It has a large number of relatively old officers at the level of GS 14-16 who are not exercising their privilege of early retirement. At those grades, there are 339 officers of age 50 or more (out of 900 in the Agency as a whole). Of course many of these older officers in other Directorates are not covered by CIARDS. As a result of this concentration, and the slow outflow, the average time-in-grade for DDO officers promoted is: to GS-16 - 53 months, GS-15 - 79 months, and GS-14 - 63 months. The average waits for promotion to GS-14 and GS-15 are the longest of any Directorate.

The various Directorates have paid some attention to "fast tracking" whereby promising and qualified younger officers are moved rapidly to greater responsibility. During FY 1976, 30 of the officers promoted to GS 14-16 were fewer than 2 years in grade and the Agency now has nearly 400 officers in those grades under age 40.

The Agency has several tools that can be applied to alleviate those personnel problems that arise from slow outflow and poor age distributions. Each of these has distinct limitations and problems.

(1) Voluntary Retirement. More of those employees who are eligible may be persuaded to take retirement if they have better hope of finding a second employment than they now appear to have. Supergrades currently would like to build up their 'High 3'.

*FY 1976 time-in-grade data from APP.

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(2) Surplus Separation. Where there are too many employees in a grade or function, employees may be separated according to the procedures in HR Should the avowed purpose be to move up younger employees, there may be a basis for an age discrimination complaint.	STAT
(3) Selection Out. Employees identified as low-ranked in the evaluation rankings may be separated under the procedures of HR These procedures specify low-ranking in two consecutive years and provide a fair amount of protection to the employee.	STAT
(4) Use of Director's authority to downgrade supergrades (HR provides that an employee will hold supergrade rank for such time as the Director may determine).	STAT
Though the blockage problems may focus attention on the higher grades and retirement-eligible employees, good management practice dictates a concentrated look at the employees who have been with the Agency fewer than 5 years and have a better opportunity to find the	

V. Publication of Selection Lists

can and should be highly selective.

With the exception of a few Career Service subgroups, promotion lists are not published. We understand, however, several offices have such a procedure under consideration. This can be made a requirement for all the Career Services, though we believe publication should be within the subgroup or office concerned rather than published Agency or Career Service wide. Where the Career Service has not established subgroups, publication would of course be to the Directorate as a whole.

right career if the Agency is not for them. At the present time, of course, such younger employees are a scarce commodity, but the Agency

VI. Approval of Selection Lists by the DCI vice Deputy Directors

Current Agency procedures require the Director of Personnel's approval for the promotion actions submitted by the various Career Services. This normally involves Office of Personnel's review of the most recent Fitness Report and the grade and title of the slot or position occupied. In FY 76, including the transitional quarter, of all Agency personnel were promoted, 5011 actions of which 3306 were for GS-08 and above. Rather than require DCI review of all promotion selections, we would recommend he limit his approval to the more senior grade levels. Consideration could be given to reviewing the GS-13 through GS-15 lists, the base group for the PDP selections, or alternatively review only the GS-14 to GS-15 actions, the feeder group for the supergrade level. Supergrade and above promotions are currently approved by the DCI. The APP statistics for the 15 month FY 76 indicate the GS-13 to 15 review would have involved 768 actions; the review

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of only the GS-14 to GS-15 promotions would have involved 376 actions. A return to the normal 12 month fiscal year will, of course, reduce the numbers, though not significantly. Only three or four subgroups had promotion exercises, in grades above GS-12, which would have been run twice in the FY 76 time frame.

The evaluation for the promotion of employees to supergrade rank, or within the supergrade structure, is accomplished semiannually, in the Spring and fall of the year. The Heads of the Career Services submit requests for promotion to the Director of Personnel who advises the Inspector General, the Director of Security and the Director of Medical Services. Each of these officials reviews the record and institutes such investigation as may be appropriate to determine the fitness of the individual being considered. The Director of Personnel upon receipt of the information from these concerned offices forwards the proposed action, with a recommendation, to the DCI for appropriate action.

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21. PROMOTION. This regulation provides for the prorto grades up to and including GS-15. It does not apply to the GS-16, 17, and 18; to the promotion of employees who accordance with Wage Classification Schedules; or to spewho are covered by HR	ne promotion of employees to grades occupy positions compensated in	STAT

a. POLICY

- (1) Promotion is based on merit. Eligibility for promotion rests on the specific assessment that the employee is qualified to undertake higher level responsibilities. The primary assessment mechanism employed, though others may be utilized with the approval of the Director of Personnel, is that of comparative evaluation of employees in a particular grade and/or function. The elements to be considered in making assessments concerning ability to perform at higher levels of responsibility are: qualification for such responsibilities; performance in duties providing insight relating to advancement potential; performance in tasks that may be already at a higher level of responsibility than present grade; display of personal qualities that would support at least proficient performance at a higher level; and an overall evaluation of ability to perform at a higher level of responsibility either in the same function or a different function, which might include supervisory or staff responsibilities.
 - (2) Each Career Service comprises a competitive area for promotion for members of that service. The Head of a Career Service may establish separate areas of competition within that service when necessary because of differences in occupation or functional lines of work.
- → (3) Personnel serving on assignment outside their own component or outside the Agency
 → must receive equal consideration for promotion along with personnel not so assigned.
 - (4) Promotions are limited to one-grade advancements. Exceptions to this policy will be made only when the Director of Personnel determines, upon recommendation of the Head of the Career Service concerned, that exception is justified.
- (5) The comparative evaluation of personnel in grades GS-09 through GS-14 must be accomplished by the Heads of Career Services at least annually and will be done through the mechanism of Career Boards and, where appropriate, Career Panels, unless some other mechanism, such as an Assessment Center, is approved by the Director of Personnel.
- (6) Employees in grades GS-08 and below may be evaluated for the purpose of promotion at any time that Heads of Career Services consider it appropriate, but at least annually. As the assessment function is important for such personnel, use of comparative evaluation is recommended.
- (7) Those employees who give indication that they will be exceptional performers at higher levels of responsibility should not be constrained by time-in-grade guidelines if they are otherwise qualified for advancement.
- (8) The bases for promotion of employees from the list of those eligible are: comparative ranking; the number of employees who may be promoted within grade ceiling constraints; and the specific comparison of qualified individuals against positions to be filled, where practicable. Time-in-grade is a guideline, not a rigid requirement.
- (9) Promotion recommendations may be submitted in accordance with procedures and time schedules established by Heads of Career Services. Promotion recommendations will not be made on Fitness Reports.

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→ (10	The regulation pertaining to personal rank assignment (HR is to be observed.		STAT
	The Director of Personnel will not process recommendations for promotion of employees in the absence of the last Fitness Report scheduled in accordance with HR or approved exceptions, or a currently executed Fitness Report.	3	STAT
	Career Services will retain for at least five years records of any evaluating body of the basis for its ranking of individuals within a group being evaluated in conformity with the provisions of paragraph a(1).		
(13 L,	Career Services are responsible for publishing in their Personnel Handbooks the details of the way in which evaluation procedures incorporate the elements specified in paragraph a(1). The Director of Personnel will review such procedures to assure that they conform to Agency regulations and policies.		
b. RE	ESPONSIBILITIES	•	
	SUPERVISORS. Supervisors at all levels are responsible for providing Boards/Panels with performance appraisals in furtherance of the comparative ranking activity and, in the absence of provision for Board/Panel review of a particular grade class or function, are responsible for evaluating the merit for promotion of employees under their jurisdiction and for making the appropriate recommendations to the Head of the Career Service. Where employees are under the cognizance of a Career Board or Panel for ranking purposes, supervisors may, if authorized by the Career Service, make promotion recommendations through such Boards or Panels in accordance with the procedures of	-	bino
L,	the Career Service.		
	HEADS OF CAREER SERVICES. The Head of each Career Service is responsible for:	<i>,</i>	
Γ,	(a) Developing and disseminating uniform promotion criteria in accordance with	ند.	STAT
	(b) Providing the evaluation panels with uniform criteria for ranking in accordance with HR		STAT
L,	(c) Continuing validation of the criteria utilized in the selection of employees for promotion.		
	(d) Ensuring that the principle of comparative evaluation is followed as established by regulation and where extended by Career Service policies.		
	(e) Determining competitive areas in the Carcer Service.		
	(f) Recommending promotions to the Director of Personnel in accordance with the provisions of this regulation.		
(3)	DIRECTOR OF PERSONNEL. The Director of Personnel is responsible for:	•	
	(a) Ensuring compliance with this regulation by continuous review of the Agency's comparative evaluation and promotion program, and	.2	< 1 :
	(b) Reviewing all promotion requests and approving promotion actions that conform to the provisions of Agency regulations.		•

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Γ*	27. SEPARATION BY THE AGENCY. As appropriate under statute, an employee may be separated from the Agency by action of the Director of Central Intelligence. An employee is entitled to retirement benefits, if otherwise qualified, unless guilty of offenses specified by statute. An employee not entitled to retirement benefits is entitled to separation compensation, subject to the provisions of HR unless separated for reasons of misconduct, delinquency, or inefficiency.	STAT
	a. SEPARATION DURING TRIAL PERIOD. Heads of Career Services are responsible for identifying employees under their jurisdiction who do not successfully complete the first year trial period. The purpose of the trial period is to permit assessment of the employee to determine that continued employment is in the best interests of both the employee and the Agency. The Head of Career Service, or designee, will notify the Director of Personnel before the close of the first year trial period if continuation of employment is not recommended. The Director of Personnel will review the case and if concurring with noncontinuation will terminate employment, notifying the employee of the reasons for separation and the effective date of the action.	-
	 b. TERMINATION OF CONTRACT. The conditions governing termination by either party prior to the termination of a contract are governed by the terms of the contract. c. TERMINATION FOR FAILURE TO MEET THE WORK AND EFFI- 	
	CIENCY REQUIREMENTS OF THE AGENCY. An employee who fails to meet the work and efficiency requirements of the Career Service or fails to perform adequately the duties of the assigned position should be considered for administrative action which may, under the procedures applying, include separation from the Career Service and, possibly, the Agency.	kee oo
	d. TERMINATION FOR FAILURE TO MEET SECURITY OR MEDICAL STANDARDS. The Director of Security and the Director of Medical Services will make appropriate recommendations to the Director of Personnel when an employee does not meet Agency security or medical standards.	<i>~</i> .
	e. TERMINATION FOR FAILURE TO MEET STANDARDS OF CONDUCT. The Agency standards of employee conduct are set forth in HR Heads of Career Services will ensure that appropriate officials take or initiate corrective or disciplinary action as necessary. If warranted, Heads of Career Services will forward a recommendation for separation to the Director of Personnel if an employee fails to meet Agency standards of conduct.	STAT
	f. TERMINATION FOR ABANDONMENT OF POSITION. An employee who abandons a position may be separated without following the usual procedures for involuntary separation. After the employee's failure to report for duty or to return from leave, an effort should be made to determine the employee's intentions. If this cannot be done within ten days, the employee may be separated for abandonment of position. The separation will be effective the last day of active duty or of approved leave, whichever is later. Notice of separation will be mailed to the employee's last known address. If later evidence indicates that the abandonment was not the fault of the employee, the employee will be reinstated and back pay restored.	
	g. DETERMINATION OF LEGAL INCOMPETENCE. An employee who is declared mentally incompetent by court action and who is not eligible for disability retirement will be separated by the action, "Separation—Legal Incompetence."	^. •
	h. SEPARATION OF EXCESS PERSONNEL (1) If an employee is excess to the needs of a component and requests assistance for	⊬. g
	(1) If an employee is excess to the needs of a component and requests assistance for	-

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reassignment, an effort will be made first by the Career Service and then by the Office of

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Personnel to find suitable employment elsewhere in the Agency. If these efforts fail, the employee may be found excess to the needs of the Agency and separated.

- (2) The grounds for finding an employee excess to the needs of a component are:
 - (a) The component is overstrength overall or in a particular grade or functional element;
 - (b) There is no longer a requirement for the particular skills or qualifications possessed by the employee; or
 - (c) A reduction or elimination of the functions of the component thereby requiring a reduction in staff.
- RANKING-WITH NOTIFICATION-IN TWO CONSECUTIVE YEARS. It is Agency policy to monitor the overall level of employee performance by application of comparative ranking to identify employees whose performance and potential are low in comparison with other employees of the same grade and functional category. The various evaluation panels and boards subordinate to a Career Service will identify employees who rank in the bottom three percent of those being ranked. They will then identify any of these who have, in the judgment of the panel, significant problems (relative to their peers) in performance, attitude affecting performance, or willingness to accept assignment in the interests of the Agency. The names of employees so identified will be sent, along with other pertinent material, to the Head of the Career Service, who will review the list, making deletions where circumstances do not support further action. After these deletions, the remaining employees on the list will be notified of the low ranking, the reasons for it, ti. availability of counseling to assist any effort to improve ranking, and the consequences of low ranking in a consecutive year. Upon notification of low ranking in a second consecutive year, the administrative action, depending upon the circumstances of the case, may include counseling, reassignment, downgrading, or separation. If the Head of the Career Service determines that separation is warranted under this paragraph, the case will be reviewed with the Director of Personnel before initiating separation procedures.
- j. OTHER TERMINATION IN THE INTERESTS OF THE AGENCY. In addition to paragraphs a through i, employees may be terminated if the Director of Central Intelligence determines it necessary and advisable in the interest of the Agency or for other reasons contributing to the efficiency of the Agency.

k. RESPONSIBILITIES

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- (1) HEADS OF CAREER SERVICES. The Heads of the five Career Services are responsible for identifying employees under their jurisdictions who should be considered for separation. They or their designees will review each case with the Director of Personnel or designee and, when appropriate, recommend to the Director of Personnel termination of the individual's employment.
- (2) DIRECTOR OF SECURITY. When warranted by the information available, and after notifying the appropriate Head of Career Service, the Director of Security will recommend to the Director of Personnel the termination of the employment of an Agency employee and advise the Director of Personnel of the security factors bearing on the recommended separation. When the Director of Security considers an individual case to be so sensitive that disclosure should initially be made only to the Director of Central Intelligence for determination of the action to be taken, such procedure will be followed.
- (3) DIRECTOR OF MEDICAL SERVICES. When findings warrant, the Director of Medical Services will recommend to the Director of Personnel the disability retirement of an employee or the termination of employment on grounds of medical

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disqualification. The Director of Medical Services also will advise the Director of Personnel of medical factors bearing on recommended separations.

(4) **DIRECTOR OF PERSONNEL**. Subject to the consideration set forth in paragraph m, the Director of Personnel will ensure compliance with the procedures established by this regulation and will take appropriate action or recommend action to the Director of Central Intelligence.

1. Not used

- m. PROCEDURES. Normally, separations by the Agency will be effected in accordance with the procedures outlined below. They should be followed insofar as practicable, but there may be circumstances of a case that make these procedures impractical or undesirable, and the case should be handled in a manner conforming to the circumstances. Moreover, to meet the responsibilities placed upon the Agency and pursuant to statutory authority, any employee may be separated immediately and without regard to any suggested procedural steps when the Director of Central Intelligence considers it necessary or advisable in the interests of the United States.
 - (1) A Head of a Career Service or designee who plans to recommend the separation of an employee will first review the case with the Director of Personnel or designee.
 - (2) Upon recommendation to the Director of Personnel or the Head of the Career Service that an employee be separated, the Director of Personnel or designee will confirm to the employee that such a recommendation has been made and will give the reasons for the action being considered, as presented by the Career Service. The employee will be offered the opportunity to comment orally or in writing within ten days.
 - (3) If the Director of Personnel, after review, decides not to recommend termination of the individual's employment, the Head of the Career Service will be consulted as to the appropriate course of action.
 - (4) If the Director of Personnel concludes that termination of the individual's employment is to be recommended, the employee will be advised in writing and the case forwarded to the Director of Central Intelligence for decision. The employee will be advised that a written appeal of the termination recommendation may be filed with the Director of Central Intelligence within ten days.
 - (5) After reviewing the recommendation of the Director of Personnel to terminate the employment of an employee, and after consideration of any written appeal, the Director of Central Intelligence may:
 - (a) Terminate the individual's employment with the Agency, pursuant to section 102(c) of the National Security Act of 1947, as amended, or any other authority that may be appropriate to the particular case. The effective date of termination will not be less than 30 days after the decision by the Director of Central Intelligence.
 - (b) Disapprove in whole or in part the recommendation of the Director of Personnel.
 - (6) The Director of Personnel will notify the employee in writing of the decision of the Director of Central Intelligence.
 - (7) The prior steps required in the separation of excess personnel are as follows:
 - (a) If the head of a component determines that an individual is excess to the needs of the component, both the Head of the Career Service and the employee will be advised of the fact. If the employee requests, the Career Service will make an effort to place the employee in another component within that Career Service. If this is not possible, the Career Service will declare the employee excess and notify the employee in writing of that fact. The Director of Personnel also will be advised.

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- (b) When the determination is made that an employee is excess to the personnel requirements of the Career Service, the Head of the Career Service will take into consideration the current and anticipated requirements of the Career Service with respect to such factors as grade and qualifications. The comparative performance of employees also may be a factor in selecting employees to be retained or separated from the Career Service.
- (c) When requested by an employee declared excess to the requirements of a Career Service, the Director of Personnel will review the qualifications and background in an effort to place the employee elsewhere in the Agency at the same or different grade.
- (d) If this effort is unsuccessful after an interval of time sufficient to explore the possibility of alternative placement, the Director of Personnel will initiate termination following the prescribed procedure detailed in paragraphs m(1) through (6), including review and possible appeal. After the appropriate review, the Director of Personnel may recommend termination to the Director of Central Intelligence or may request the Head of the Career Service to reconsider the declaration of the employee as excess.
- (8) In some other cases, the following modified procedures apply:
 - (a) In the case of abandonment of position, the procedures of paragraph f are to be followed.
 - (b) In the case of separation during the trial period, the procedures of paragraph a are to be followed.
 - (c) Pursuant to statutory authority, the Director of Central Intelligence may separate an employee directly when necessary or advisable in the interests of the United States.
- n. RESIGNATION IN LIEU OF TERMINATION. An employee whose separation has been recommended may elect to resign at any time before the effective date of separation. If an employee elects to resign after formal action has been initiated but submits a resignation effective at a future date, the Director of Personnel or designee will determine, after consultation with appropriate officials, whether the best interests of the Agency require continuation of procedures to effect involuntary separation at an earlier date.

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